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ABSTRACT

A study was conducted to determine what was happening in literacy programs as a result of the major welfare reform law passed in 1996, and whether basic skills instruction was part of the solution. A nationwide search for exemplary programs that are using basic skills instruction as a fundamental component of assisting welfare recipients in moving successfully into the work force was conducted, and the 84 programs identified were judged by a panel of specialists in welfare, adult education, and employment and training. The review panel selected eight programs as exemplary. Common characteristics found among the successful programs include the following: (1) focus on employment-related goals; (2) hands-on work experience; (3) collaboration with welfare agencies and other community organizations; (4) early intervention and personal attention in addressing problems; and (5) commitment to continuous staff development. The study concluded that states can integrate and are currently integrating basic skills instruction into their welfare-to-work activities, and that more such programs are likely to be added beginning in 1999, because states will have greater latitude in combining education, training, and work for every welfare recipient counted toward work requirements. (The report contains the following: profiles of the 8 exemplary programs; a glossary of 15 key terms; contact information for the programs; 28 recommended resources, including organizations and publications; and a program nomination form and evaluation forms.) (KC)

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ED 424 359

WHAT WORKS

Integrating Basic Skills Training Into Welfare-to-Work

By Garrett Murphy & Alice Johnson

September 1998

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Integrating Basic Skills Training Into Welfare-to-Work

By Garrett Murphy & Alice Johnson

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NATIONAL INSTITUTE FOR LITERACY

August 26, 1998

Dear Colleague:

Last year, the National Institute for Literacy hosted a National Coalition for Literacy task force meeting in Washington, DC to discuss legislative and policy issues of importance to the literacy and basic skills field. A top priority was the recently enacted welfare reform legislation. There was a great deal of concern that this new law would have adverse consequences for the many welfare recipients who enroll in basic skills programs.

The task force asked the National Institute for Literacy to determine whether education was being used as part of effective welfare-to-work efforts in accordance with the new law, and if so, how. This report, *What Works: Integrating Basic Skills into Welfare-to-Work*, demonstrates that the welfare law does provide opportunities to include basic skills instruction as part of welfare recipients' transition to work, and includes information about programs that are achieving success in this area.

It is our hope that by broadly disseminating these promising practices, others in the education, job training, and public assistance fields will see that enhancing the skills of welfare recipients can be a component of effective welfare-to-work programs. With state and local welfare agencies now having to work with adults who face greater barriers to employment -- including low basic skills -- it is our hope that this report will provide practical and timely information for those working to make the new law a success for all.

Special thanks to Garrett Murphy, policy analyst for the National Adult Education Professional Development Consortium, and former Director of Adult Education for the State of New York, for working with the National Institute for Literacy in creating the selection process and criteria, recruiting and overseeing the review panel, and contributing to the writing of this report. Also, thank you to Alice Johnson, policy analyst at the National Institute for Literacy, for working closely with Garrett throughout the project, and for writing this version of the report.

We hope that this report, along with the work of the other organizations and individuals listed on page 37, will create a better understanding of what is possible under the welfare-to-work law and lead to more educational opportunities, better jobs, and real self-sufficiency.

Sincerely,

Andy Hartman

Andrew Hartman
Director

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EXECUTIVE SUMMARY

What role does basic skills instruction play in successful welfare-to-work programs? In July 1997, the National Institute for Literacy set out to find an answer to this question.

Background

We wanted to know what was happening in literacy programs as a result of the major welfare reform law passed in 1996, and whether basic skills instruction was, in fact, part of the solution. To find out, we conducted a nationwide search for exemplary programs that are using basic skills instruction as a fundamental component of assisting welfare recipients in moving successfully into the workforce.

We assembled a panel of specialists in welfare, adult education, and employment and training, and asked them to evaluate 84 programs that had submitted detailed information about their work. *(See Appendix I for the nomination form and Appendix II for the evaluation form.)* The applications were judged on the following criteria:

- The success rate (i.e. the number of recipients who achieve jobs or become work-ready);
- The quality of educational services offered and how they are integrated with other components of welfare-to-work;
- The selection process for participants, including the extent to which it includes serving the more disadvantaged recipients;
- A strong record-keeping system, including information on how enrollment, achievement, and costs are calculated;
- Private sector involvement in planning and implementation of the program.

The review panel selected eight programs as exemplary. We hope that sharing information on how they are achieving this success will assist other programs that are working toward similar goals.

This Report

The report is divided into three sections. The first section provides an overview of federal welfare policy, including recent and upcoming policy changes that are driving some exemplary programs' activities. It includes a close look at education activities that are allowed by current welfare law. The second section identifies as specifically as possible the innovations that contribute to the exemplary programs' success. It includes a summary of the characteristics of successful programs, a one-page checklist for programs seeking to assist welfare recipients, information on how to use this report, and profiles of the eight exemplary programs. The final section of the report lists resources for learning more.

Brief overviews of the model programs follow.

Exemplary Programs

Adult Basic & Literacy Education Program *(Cleveland, OH)*

Despite half the participants in this adult basic education (ABE*) reading below the sixth grade level at entry, 55 percent got jobs, with an additional 11 percent going on to postsecondary education or training programs. This six to 12-week program includes basic skills instruction integrated with work experience at a community agency. Keys to success include a curriculum based on the SCANS* competencies*, job coaches for the newly-employed, and an innovative use of "client advocates," who meet regularly with participants to help them deal with support service needs -- including transportation, child care, and housing -- as soon as they arise.

Brooklyn College Child Care Provider Program *(Brooklyn, NY)*

This literacy-based vocational training program prepares parents on public assistance for employment in the child care field, and has a job placement rate of 88 percent. The five-month program provides basic and job skills training and work experience in child care in alternating weeks. The instructional approach tightly interweaves basic education and vocational curriculum elements. In addition, education and training specialists work together as a team in the same classroom, and interact regularly with participants' internship supervisors.

Canton City Schools Even Start Program *(Canton, Ohio)*

This family literacy program provides 20 hours of work experience and 10 hours of academic and life skills education weekly for parents at their children's schools. It targets hard-to-serve families, including some recruited from local public housing sites. Participants have the opportunity to do job shadowing, meet with a mentor, and receive comprehensive vocational assessment. Academic skills are taught in real-life contexts using the National Institute for Literacy's *"Equipped for the Future"** as a model. (*Equipped for the Future* is the National Institute for Literacy's framework for adult education that identifies what adults need to know and be able to do to be literate, compete in a global economy, and be a responsible citizen and parent. EFF will result in curriculum, assessment, and instruction innovations in adult literacy and basic skills programs.) The Canton program has established linkages with school-based Title I programs for child development services. It also collaborates closely with school-to-work programs in order to identify skills in demand by local businesses.

* = *See Glossary.*

CAP Services' Family Literacy Program *(Wautoma, WI)*

This family literacy program, operated by a community action agency, stresses both economic and emotional self-sufficiency. The job placement rate is high, with 78 percent of participants getting jobs – and many also qualifying for pay increases, and/or continuing their education. The program develops a "self-sufficiency plan" for each family that includes education, training, work experience, and other services. Computer skills training (with Internet access) and one-on-one tutoring are available to clients in addition to their ABE*, GED* preparation, or family literacy classes. The program is a cooperative venture between local entities that include the following: A community college, private industry council, school district, Head Start program, local public assistance administrative agency, and domestic abuse outreach program.

Chicago Commons Employment Training Center *(Chicago, IL)*

This employment training center serves long-term welfare recipients who face numerous obstacles to self-sufficiency, including domestic violence and learning disabilities. While most read below the sixth grade level upon entry, within two years 32 percent became employed and another 17 percent earned their GED*. The curriculum focuses on skills needed to enter and succeed in one of several local vocational training programs identified as effective and accessible to people without high school diplomas or GEDs*. The center provides a rich array of support services -- many provided by partnering agencies -- including child care, a health clinic, case management and counseling services, support groups for domestic violence and depression, career counseling, transportation stipends, and a toy and book lending library.

Learning Elevator Program *(Hammond, Indiana)*

This adult education program is notable for accepting all applicants regardless of educational level. Approximately 40 percent of high-risk, low-skill participants (reading below seventh grade level upon entry) have secured jobs. The following factors contribute to the program's success: work-oriented curriculum in which all academic instruction is connected to the workplace, comprehensive assessment and goal-setting processes, work experience conveniently located in the same building as classes, and extensive collaboration with other community organizations. Participants engage in only the components of the program deemed necessary for them individually. The program offers a wide variety of support services through partnerships with

* = *See Glossary*

community agencies that include an English as a Second Language (ESL*) institute, housing authority, YMCA, public library, referral and emergency service, and two postsecondary institutions that provide scholarships and tutors.

Education for Gainful Employment Program *(Albany, NY)*

The EDGE project operated by the New York State Education Department, combines unpaid work experience with basic education services and, at times, job skills training. Strengths include the following: contextualization of academic instruction around work, a close working relationship with state welfare and labor agencies, precise delineation of project expectations, and attention to both youth and adult recipients. Program funding is performance-based. As a result of EDGE's visibility and success, the State Education Agency's Board of Regents singled out welfare reform as a topic requiring the attention of a special Regents subcommittee.

South Bay GAIN Employability Center/Sweetwater Union High School District *(San Diego, California)*

This program offers an integrated academic-vocational program to welfare recipients who did not succeed in finding a job during a month-long job search. Eighty percent of participants completed training, and of this group, 70 percent got jobs. Those without the basic skills necessary to qualify for vocational programs are provided with basic education services to help them qualify. Others are assisted with GED preparation or vocational training in business office technologies, health occupations, or industrial technologies. An on-site "job developer" assists each participant with job search and placement activities. The goal of job placement is reinforced throughout the education and training, with participants being told upon their arrival at the program, "Welcome to the first day of your new job."

Policy

A common denominator shared by all of the exemplary programs is that they are all succeeding in assisting welfare recipients in meeting the key goal of the 1996 welfare reform law: jobs.

Because most recipients have low basic skills, the law has increased the need for adult education and literacy services -- and this need is likely to continue to increase. Time limits and restrictions on access to education and training means delivering services differently. Adult education services for welfare recipients are adapting by becoming shorter, more intensive, and more closely tied to work or training.

While the federal welfare law discourages education and training, states and localities do have room to help recipients build their skills before and after becoming employed. In fact, some of the most successful programs are combining employment services with education and training that will allow recipients who are already working to qualify for better jobs.

The bottom line is clear: after five years of TANF* assistance (and less is some states), welfare recipients will have to support themselves. The clock is already ticking, and the best way the adult education and literacy field can help is to keep this in mind in planning and administering all classes and services. It is also important to plan for the possibility of increased enrollments as the law's effects are felt by more recipients.

Helping welfare recipients acquire the skills needed in today's workplace is the only way to genuinely assist them in preparing for their future without welfare. The adult education and literacy field can make a major contribution.

* = *See Glossary*

FEDERAL WELFARE POLICY: OVERVIEW & OPPORTUNITIES

With the enactment of a sweeping new federal welfare law, the *Personal Responsibility and Work Opportunities Reconciliation Act of 1996*, the adult education and literacy field braced itself for new challenges. Many welfare recipients do not have the basic skills necessary to succeed in the workplace, and the literacy field works with many of these adults and families. Many in the field believe welfare recipients with strong basic skills are more likely to achieve self-sufficiency. The new law, however, focuses on quick employment, or the "work first" approach. Basic skills services alone are no longer an option and, with the stakes as high as they now are for welfare recipients, providing them with *only* basic skills services -- without integrating them with job skills and work experience -- would be considered by some as malpractice. Leaders in the field have adapted their instructional approach accordingly, recognizing that in order for recipients to succeed when their benefits run out, they need to acquire strong basic skills *and* workplace skills -- the communication, problem-solving, interpersonal, and thinking skills necessary to succeed in today's workplace. As welfare-to-work is implemented, the adult education and literacy field is poised to make a major contribution.

The purpose of this section is to look at major characteristics of the welfare law that affect the adult education and literacy field, including windows of opportunity that allow the literacy field to play a continuing role in helping recipients achieve real and permanent self-sufficiency.

New Rules for Welfare Reform

The welfare law that took effect October 1, 1996 made fundamental changes in government aid to the poor and in the nature of the federal-state financial relationship. These changes have far-reaching implications for welfare recipients, and for all who work with them.

Under the previous welfare law, especially in the JOBS* program, states were actually encouraged to provide educational services to adults with low basic skills. While not directly addressing the fact that many welfare recipients continue to have low levels of basic skills,

* = *See Glossary.*

TANF* emphasizes work and job placement with little explicit mention of skill development.

In many parts of the country, time limits on welfare aid and the shift to a work-first approach have made it more difficult for adult education and literacy programs to provide instruction to adults who are trying to move from welfare to work. However, the exemplary programs highlighted in this report demonstrate that it can, in fact, be done effectively.

As these examples demonstrate, the programs that are most successful under the time limits imposed by current law are short, intense, and lead to work – and are often done in combination with work experience.

Increased Need for Literacy Services

The welfare law sets a five-year time limit on welfare assistance, and 20 states have set shorter time limits. This has created a whole new group of potential customers for literacy services. In addition, many of the jobs found by recipients are in low-paying positions that have limited potential for advancement. In order to move ahead and provide for their families, many adults will want and need literacy and basic skills services even after leaving welfare.

Recipients with stronger educational backgrounds have often been the first to acquire jobs and move off the welfare rolls. Long-term welfare recipients are generally less well-educated than other recipients and are more likely to need to improve their basic skills in order to find a job and become self-sufficient. For example, in Wisconsin, where the welfare caseload has fallen more than in most other states, 83 percent of recipients do not have a high school diploma.

This need is already being felt by some in the literacy field, and the pressure will continue to grow in 1999 as a result of provisions in the law that take effect at that time.

Beginning in 1999, the law allows all states to count participation in education activities toward the work requirement for more recipients. This could lead to a substantial increase in adult education enrollments at that time.

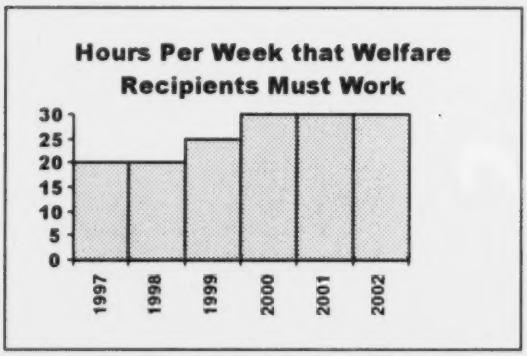
Prior to 1999, recipients can satisfy the work requirement by participating in any of the following activities: unsubsidized

* = *See Glossary.*

employment, subsidized private or public sector employment, on-the-job training, community service, and providing child care to an individual participating in community service. Job search and vocational educational training count within certain limits that vary by state.

The law allows states to define some of these terms -- such as "work experience" and "community service" -- as they see fit, and some states have chosen to define these activities in a way that allows recipients to meet part of their participation requirements through work-related education. In addition, some states have used their TANF* "maintenance-of effort" state funds to provide skill enhancement services outside the TANF* requirements.

The number of hours that welfare recipients are required to work increases with time, as shown in the following chart.



Beginning in 1999, the hours of work beyond the initial 20 may also be satisfied by the following:

- **education directly related to employment (for recipients without a high school diploma or GED*),**
- **job skills training directly related to employment, and**
- **satisfactory attendance at secondary school or in a GED* preparation course.**

For example, in 1999, 35 percent of the welfare caseload in each state must be working at least 25 hours per week, and time spent in adult education and literacy activities beyond the initial 20 hours of work

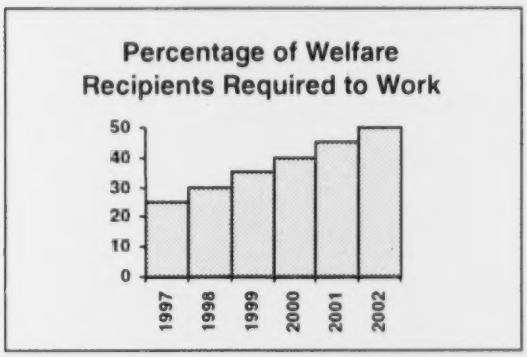
* = *See Glossary.*

per week will count as work for the entire caseload. This means that in 1999 welfare recipients can receive up to five hours per week of adult education and literacy instruction under their work requirement.

In 2000-2002, demand for adult education services may increase further, because a growing percentage of the caseload is required to work 30 hours per week, and 10 of those hours may be education and training, including literacy. Recipients will begin to reach the federal time limit in 2001.

Requirements on States

The law requires each state to enroll a rising percentage of welfare recipients in work activities for increasing amounts of time or face losing a portion of its federal funding. The percentage of recipients in each state who must work increases each year through 2002, as shown in the following chart:



Many states can meet FY98 participation rates because of the "caseload reduction credit." This credit reduces a state's rate by the number of percentage points its caseload has fallen since 1995 (e.g. if the caseload has fallen 10 percent, then the state's Fiscal Year 1998 rate would be 20 percent instead of 30 percent. Once the state has met its participation rate, it is free to enroll participants in activities that do not count toward the rates. Given that caseloads have fallen by one-third since 1995, the credit is likely to give states substantial room to put recipients in education and training.

Funding

In addition to the $16 billion in funding states receive from TANF* for welfare-to-work activities, the Balanced Budget Act of 1997 authorizes the U.S. Department of Labor to provide welfare-to-work grants to states and local communities to create additional job opportunities for the hardest-to-employ recipients. The grants total

$3.5 billion, with $1.5 billion being awarded in fiscal year 1998, and $1.5 billion still to be awarded in fiscal year 1999.

Adult education and literacy programs that are successfully helping welfare recipients enter the workforce are eligible for some of these grants, as long as they apply in conjunction with a Private Industry Council (PIC) or local government. Special consideration is given to applications from cities with large concentrations of poverty as well as to rural areas.

Grant funds may be used to provide needed basic and/or vocational skills training as a post-employment service in conjunction with either subsidized or unsubsidized employment. While consistent with the "work-first" philosophy of the welfare law, this approach also recognizes the "critical importance of continuous skills acquisition and lifelong learning to economic self-sufficiency," according to the Department of Labor.

The first round of these grants was awarded in the spring of 1998, and additional grants will be made available in 1999. For more information on these grants, contact the U.S. Department of Labor at: www.doleta.gov.

Conclusion

States can, and are, currently integrating basic skills instruction into their welfare-to-work activities under TANF*. Beginning in 1999, this opportunity may expand because states will have greater latitude in combining education, training, and work for every recipient counted towards the work requirement. The bottom line is clear: after five years of TANF* assistance, recipients will have to support themselves. The clock is already ticking, and the best way the adult education and literacy field can help is to keep this in mind in planning and administering all classes and services. It is also important to plan for the possibility of increased enrollments as the law's effects are felt by more recipients.

Providing services that help welfare recipients acquire the skills needed in today's workplace is the only way to genuinely assist them in preparing for their future without welfare.

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* = *See Glossary.*

CHARACTERISTICS OF SUCCESSFUL PROGRAMS

In evaluating programs, reviewers were provided with specific criteria by which to review the programs. (*See Appendix II for details.*) Criteria included the following:

- Focus on employment-related goals.
- Hands-on work experience.
- Collaboration with welfare agencies and other community organizations.
- A client enrollment and selection process that accepts clients with a wide range of abilities (i.e. no "creaming"*).
- Integration of basic skills components with other welfare-to-work activities.
- Clearly defined goals and outcomes.
- Achievement of a reasonable cost, broken down by outcome, (not by cost per student or cost per contact hour).
- Involvement of private sector employers.
- A strong record-keeping system that includes information on both cost and participant progress toward outcomes.
- Early intervention and personal attention in addressing potential problems.
- Use of "job coaches" to assist clients in making the transition to work.
- Use of "job developers" who know of existing employment opportunities.
- Extensive support services, including child care and transportation.
- Commitment to continuous staff development.

A brief description of common denominators that appeared most frequently among the exemplary programs follows:

1) <u>Focus on Employment-Related Goals</u>

The goal of the 1996 welfare reform law is employment leading to keeping people in the labor force with opportunities to increase their earnings over time. Whether or not they agree philosophically with this approach, these successful programs have adapted to face this new reality. They recognize that the "clock is ticking" on benefits for

* = *See Glossary.*

recipients, and have, in some cases, restructured their services to help recipients succeed when benefits expire. In the most successful programs, the goal of employment is manifest from the outset and permeates the instructional program.

One example is the Brooklyn College program, which teaches basic skills entirely within the context of child care. All participants are preparing for careers as a child care providers, and every exercise and activity revolves around that work goal. Another example is the Canton Even Start program, which makes it simple and convenient for participants to gain work experience by using one site for both classes and work experience.

Another effective approach is organizing basic skills instruction around more general work requirements, such as the SCANS competencies* or *Equipped for the Future's* generative skills*. Many of the exemplary programs seek input from private sector employers about both the local job market and skills needed for specific jobs. They often provide computer training and certification programs that help participants meet requirements for specific jobs that are available in the community.

2) Hands-on Work Experience

One of the best ways to familiarize a person without work experience with the world of work and to demonstrate the utility and relevance of skills taught in the classroom is to provide hands-on work experience. This practical experience may take the form of internships, job shadowing, or actual employment. The exemplary programs have found that it is important for students to have the opportunity to apply material learned in the classroom in a hands-on working environment on a continual basis. For example, students in some of the programs alternate weekly between the classroom and the worksite, while other programs incorporate both classroom and work experience into their schedule every week.

3) Collaboration with Welfare Agencies and Other Community Organizations

One of the most important components of a successful welfare-to-work program is a close working relationship with the appropriate

* = *See Glossary.*

welfare agencies. Much of the confusion over what services are to be provided, how long participants are to remain enrolled, and what outcomes are to be expected can be avoided by mutual pre-planning and agreement. For example, the South Bay GAIN Employability Center set its goals for successful outcomes through contract negotiations with the San Diego Workforce Partnership.

The needs of welfare-to-work participants often extend well beyond the services normally available in an educational institution or volunteer agency. Participants may need assistance in such areas as life skills, child care, education counseling, health, housing, domestic violence, alcohol and drug abuse, transportation, income maintenance, job placement, and clothing. Exemplary programs look beyond the basic instructional needs of their participants and find a way to connect with other organizations and agencies that can provide the wide array of services that are needed.

One good example is the Chicago Commons program, which helps families meet their basic needs with on-site support services -- including counseling, a health clinic, domestic violence and depression support groups, career counseling, and transportation and child care stipends. While the services are delivered by a variety of agencies and organizations, students view service delivery as seamless.

Comprehensive centers may be able to offer some of these services on-site, but will still have to network with other agencies to be able to provide all the services that are needed. Smaller stand-alone instructional programs often rely almost entirely upon partnerships and collaboration to make these services available.

4) Early Intervention and Personal Attention in Addressing Problems

Several exemplary programs have a particular staff member is responsible for orchestrating the many separate components into a well-integrated total program. Whether called counselor, case manager, or client advocate, the distinguishing feature of this position is responsibility for coordinating a number of support services that ensure participants' job readiness and job retention. This includes promptly addressing problems that could interfere with participants' success, and often includes following a participant's progress through each stage of the welfare-to-work process, including initial employment.

The Cleveland Adult Education program uses client advocates successfully. New workers and employers have testified that

continued employment would not have been possible without client advocate intervention. Another good example of this is the Canton Even Start Program, which provides each student with a mentor who assists with needs as they arise.

5) Commitment to continuous staff development

All the exemplary programs emphasize the importance of having well-trained staff. Often the staff are specialized, and have clearly defined areas of authority and expertise. For instance, one staff person will work only in the classroom, while another works only on job search activities.

All staff members at the CAP services program are trained and certified as family developmental specialists by the University of Iowa School of Social Work. The Cleveland Adult Education staff developed a special six-week training utilizing SCANS* skills to prepare teachers for the project-based approach. Over a two-month period, staff members met regularly with each other and their project coordinator in order to share experiences and learn from each other.

In addition to sharing with each other in-house, some programs are reaching out to other similar programs in the community. New York State's EDGE program has a best practices clearinghouse that can be used by instructors across the state. The Hammond City Schools Adult Education program staff routinely attend staff development conferences on issues that include cognitive strategies, learning styles, learning disabilities, and employer/educator dialogues on workplace needs.

* = *See Glossary.*

CHECKLIST FOR SUCCESS:

_____ **Are basic skills integrated with other welfare-to-work activities?**
Are academic, vocational, and job placement activities fully integrated (on-site, if possible)?

_____ **Does your program have clearly defined goals and outcomes that relate directly to success in the workplace?**
Do you assist students in setting clear and appropriate goals for themselves that take into account their skills, interests, and possible career options? Does your program have clearly defined goals? Do you track program costs per outcome (not just seat-time)?

_____ **Do you collaborate with welfare agencies and other community groups?**
Have you asked local colleges, school districts, and other human and social service agencies to share resources and expertise?

_____ **Are private sector employers actively involved?**
Have you asked the sector for information on the local labor market, wages, and education and training requirements for various jobs?

_____ **Does your program include hands-on work experience for students?**
Is work experience available on-site or in another convenient location? Do you pre-screen work sites and select them based on the degree to which they model appropriate professional practices for students?

_____ **Is a staff member responsible for providing students with individual assistance in addressing problems that could interfere with attendance?**
Is someone available to assist participants individually with issues such as child care, transportation, physical or substance abuse, housing, etc?

_____ **Are support services available?**
Do you provide students with information on local health clinics, clothing banks, support groups, and career counseling services? Have you asked the local public transportation system to donate bus tokens or farecards?

_____ **Does your curriculum include both job readiness skills and life skills?**
Does your program offer computer, job readiness, and transition-to-work training? Do you recruit outside speakers to lead workshops on nutrition, budgeting, depression, anger management, etc?

_____ **Does your staff participate regularly in staff development activities?**
Are instructors certified by the state? Do they participate in special trainings, conferences, and other professional development opportunities?

HOW TO USE THIS REPORT

This report grew out of the tremendous demand in the adult education and literacy community for information on how to better serve people on welfare.

Because programs are making decisions daily that will affect welfare recipients' success -- or failure -- in the workforce, we wanted to provide information on how some programs across the country are effectively using basic skills instruction as a fundamental component of successful welfare-to-work efforts. This report is an overview of eight programs that have been selected by a panel of experts based on information provided by the programs -- including outcome data, costs, and information on who is served. We do not consider this report to be a cookie-cutter recipe for success, but we do believe it identifies some key ingredients.

We urge you to do the following:

1. Contact the programs that interest you for more information about how they achieved their success.

2. Think carefully about what seems to be making a difference in the exemplary programs and how specific activities fit into the big picture. Before adopting any practices from exemplary programs, be sure to modify them for your program as necessary.

3. Carefully track outcomes. Both the federal government and private funding organizations want specific outcome-based evaluations. Establishing an effective means of collecting and conveying information on success will pay big dividends in the future in terms of both student achievement and funding.

PROFILE: Cleveland Public Schools' Adult Basic and Literacy Education SCANS Employability Skills (SES) Project
Cleveland, Ohio

Type of Agency or Organization: Public school district

Number of Recipients Served Annually: 150

Outcomes:
55 percent got jobs
11 percent went on to postsecondary education
5 percent were referred for additional basic skills classes

Cost:
Cost per placement in employment was $2,000.
(If postsecondary placement is also counted as an outcome, the cost per positive outcome is $1,600.)

Educational Services:
ABE*
ESL*
GED* preparation

Structure:
Six to 12-week program includes basic skills instruction integrated with work experience at a community agency, such as the Ronald McDonald House.

Selection Process:
Target population is primarily adults functioning at a low level, without a high school diploma or GED*. Most have very low skills, but some students with higher skills are also served. Participants must be on public assistance.

Curriculum:

- Comprehensive Assessment. Intake includes a comprehensive vocational and academic assessment to determine each student's skill level, aptitude, interests, and abilities. A student profile is then developed for each student, including a career/education plan that makes every effort to match their interests and abilities with realistic outcomes.
- SCANS* Focus. Basic skills instruction is applied to the work setting, with core curriculum based on SCANS foundation skills* and development of SCANS* competencies.* Students work on projects both in and out of class through which they develop and use SCANS competencies*.
- Internships. As students progress, they are gradually phased into internships. Some participate in more than one internship. Others move from their first internship into a full-time job.

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* = *See Glossary.*

Integration with Other Welfare-to-Work Activities:

- Close working relationship with the local Department of Employment Services.
- Interagency agreement with the State Departments of Education and Human Services providing funding for the initial vocational assessment/counseling.
- Close ties to employers through job developers and job coaches in the field.

Other Factors that Contribute to Success:

- Student Focus. Students are placed in a position of responsibility regarding their achievement and skill mastery.
- Client Advocates. Client Advocates assist students in addressing problems (such as child care, transportation, physical or substance abuse, and housing) that could interfere with their participation. Addressing problems early on can prevent students from dropping out. Bilingual advocates assist ESOL students.
- Job Coaches. Job Coaches address barriers and crises that emerge during the first few months of employment.
- Well-trained Staff. All instructors are certified by the state, and client advocates are all social workers or counselors with experience with adults. Teachers also participate in six hours of special training around SCANS.* Teachers meet together regularly as a group to share ideas, experiences, and lesson plans.
- Employer Involvement. Employers that require a high school diploma or GED* as a prerequisite for employment were asked to take a chance on potential employees without these credentials, but with the SCANS skills and competencies. SES actively seeks employer input, especially in identifying skills needed for specific jobs.

Funding Sources:

Federal and State Adult Basic Education funds and State Temporary Assistance for Needy Families (TANF*) funds.

Contact for More Information:

Judith Crocker, Ed. D.
ABLE Program, Cleveland Adult Education
Cleveland Public Schools
4600 Detroit Avenue, Room 169
Cleveland, Ohio 44102
(216) 631-2885

* = See Glossary.

***PROFILE:* Brooklyn Child Care Provider Program**
Brooklyn, New York

Type of Agency or Organization: College

Number of Recipients Served Annually: 60

Outcomes:	88 percent of participants are placed in jobs. 10 percent earn their GED*.
Cost:	$4,711 per job placement
Educational Services:	Five-month literacy-based vocational training program through which graduates qualify for positions as assistants in childcare centers, or as self-employed family child care providers.
Structure:	Basic skills instruction is highly contextualized with a child care career curriculum. Students alternate weekly between the classroom and the internship worksite. Many students are offered full-time jobs at the site where they interned.
Selection Process:	No formal reading or other skills are required for participation. Since graduates go on to work in child care centers, they are screened for employment in the child care field (i.e. must pass clearances for child abuse, criminal convictions, and tuberculosis).

Curriculum:

- Hand-on application of curriculum. Students alternate weekly between the classroom and the worksite, which allows materials learned in the classroom to be applied in a hands-on learning environment on a continual basis.
- Team teaching. Team teaching of literacy specialists with early childhood specialists creates a highly contextualized curriculum.
- Project-based instruction. Each curriculum topic is emphasized through the completion of a project. For example, classroom instruction in nutrition and cost considerations in menu-planning for child care concludes with the preparation of a two-week menu plan by each student.
- Discussion groups. One morning per week is reserved for group discussions centered around activities in the worksite during the previous week, so that students can learn from one another.

Integration with Other Welfare-to-Work Activities:

- The program works closely with the New York City Department of Employment.
- Determining whether a participant's home is suitable for family day care requires close coordination with the Departments of Health and Housing.
- Background screening involves both the child protective and criminal justice systems.

Other Factors That Contribute to Success:

- Focus on Adult Learning Styles. The program recognizes that adults learn differently than a more "traditional " student.
- Certification. Most participants receive certificates from the New York City Department of Health authorizing them to operate their own family day care centers, although many first gain expertise as employees in larger centers.
- Worksites. Worksites are pre-screened and selected based on their ability to model appropriate and professional child practices for students.

Funding Sources:

All funding is provided by the New York State Education Department.

Contact:

Cheryl Harwood
Brooklyn College Child Care Provider Program
80 Willoughby Street
Brooklyn, NY 11201
718/722-3462

PROFILE: **Canton City School Even Start Program**
Canton, Ohio

Type of Agency or Organization: Partnership between a local school district and county Department of Human Services

Number of Recipients Served Annually: 100 families

Outcomes: 8 percent families left public assistance
21 percent secured a job for the first time or got a better job
29 percent of parents passed the GED or official GED practice test

Cost: $1,914 per family

Educational Services: Work-based program, with academic skills taught in context as needed to fulfill participants' roles as parents, workers, and citizens as identified by *Equipped for the Future.**

Structure: 30 hours per week of class, and work experience. Both classes and work experience take place at participants' children's elementary schools.

Selection Process: Participants must lack a high school diploma and be a parent (or serve in a parenting role) to at least one child under 8 years of age. Upon entry, 96 percent receive public assistance, and 51 percent read below the 6th grade level.

Curriculum:

- Equipped for the Future. *Equipped for the Future's* generative skills* (communication, interpersonal, decision-making, and lifelong learning) are emphasized.
- Career Assessment. Students explore career possibilities through a special computer program, field trips, speakers, job shadowing, and working woman mentors.
- Individual Career Plans. Students develop "Individual Career Plans" in which they identify their skills and interests, and appropriate career options (including information on the local labor market, wages, education and training requirements for various jobs, and employer-specific information.)
- Goal setting. Participants develop and pursue short and long-term goals, including completing training requirements, organizing childcare and transportation, and securing an initial job.
- Career Passports. Students document their achievements in a career passport that is used in job interviews.

* = *See Glossary.*

Integration with Other Welfare-to-Work Activities:

- Local college students assist in Even Start classrooms and receive field experience credit for it. The program also uses an America Reads VISTA* worker.
- A local medical center provides health screenings and an eight-week job shadowing experience that allows students to explore entry level positions -- including the cafeteria, security, lab work, physical therapy, and transportation -- and talk with employees working in those positions.
- Community business partners help motivate students by providing incentives, awards, and job shadowing opportunities.
- The Title I program provides child-parent learning activities.
- The Department of Human Services assists with the recruitment of families, and funds career assessment activities and child care for children under age 3.

Other Factors that Contribute to Success:

- One-stop location. Adults take classes and get work experience in their children's elementary school buildings. Preschools, Head Start, and daycare programs pick up younger children at elementary schools.
- Free child care. Child care is provided for young children and is paid for by the Department of Human Services.
- Free transportation. The local school district's transportation system allows parents to ride the bus to their assigned school with their children.
- Family focus. The focus is on integrated services to *families* rather than individuals.
- Integration. Work, classes, and parenting are integrated in order to facilitate the transfer of skills from one role to another.

Funding Sources:

- Even Start* grant: 57 percent
- Federal Adult Basic Education funds (administered by the Ohio Department of Education): 29 percent
- Federal 353 Special demonstration grant: 5 percent
- Knight Foundation Family Independence Initiative grant (awarded through the National Center for Family Literacy): 9 percent

Contact:

Jane J. Meyer
Canton City Schools Even Start
618 Second Street, NW
Canton, OH 44703
330/588-2148

PROFILE: **Cap Services Family Literacy Program**
Wautoma, Wisconsin

Type of Agency or Organization: Community-based organization

Number of Recipients Served Annually: 74 families

Outcomes:
78 percent (58 parents) got jobs.
59 percent (44 parents) earned raises.
24 percent (18 parents) earned a GED* or high school diploma.
14 percent (10 families) bought their first home.

Cost: $4,000 per family per year (with most participating in the program for 2 years)

Educational Services: ABE*
GED* preparation
Family literacy*

Structure: Year-round, open day and evening

Selection Process: Eligibility criteria are as follows:
1) Reading below the eighth grade level
2) Having a child under seven years of age;
3) Needing a high school diploma or GED*;
4) Demonstrating commitment to the program *before* enrolling. Participants must prove their commitment by completing small assignments -- such as applying for a job that fits with their skills, attending an adult education class for several days, or checking available housing that might meet their needs.

Curriculum:

- Comprehensive focus. Initial assessment includes 10 areas of self-sufficiency: employment, income, education, transportation, child care, nutrition and physical health, family unity, housing, mental health, and community involvement.
- Individual goals. Participants work with a case manager who coordinates and facilitates setting goals and action plans for reaching them.
- Technology training. Classrooms are equipped with computers with Internet access and a children's literature area where parents can read to their children.
- Parenting skills. Parenting instruction is included in class twice monthly, and is coordinated with local Head Start. Parents are strongly encouraged to participate in their children's school conferences, meetings, and activities.

Integration with Other Welfare-to-Work Activities:

- Local technical college pays for 50 percent of the classroom instructor's time.
- The United Migrant Opportunities Service has provided diversity training and the University of Iowa has provided family development specialist training. Local cooperative service contributed computers and Internet access.

Other Factors that Contribute to Success:

- Community support. A partnership -- including the technical college, school district, and other human and social service agencies -- that represents a cross-section of the community actively supports the program through sharing resources and expertise.
- Individual tutoring. One-to-one tutoring is available for students.
- One-stop center. The program has the ability to offer all services on-site. Many of the partners that contribute services and instruction are not located at the center but are willing to bring their services to the participants.
- Child care. Free on-site child care is provided during classroom hours.
- On-site work experience. Most participants have work experience on-site, in jobs that help them develop good work habits.
- Well-trained staff. Each household's primary contact is trained and certified as a Family Development Specialist by the University of Iowa's School of Social Work.
- Life skills workshops. Monthly "Lunch and Learn" workshops are held on topics for which students have expressed an interest. Recent topics include the following: low-cost family activities, budgeting, nutrition, depression, and anger and grief management.

Funding Sources: $148,053 from Even Start*
$50,000 from the Barbara Bush Foundation for Family Literacy
$353,180 (over three years) federal community services partnership project grant

Contact: Mary Patoka
CAP Services' Family Literacy Program
1608 West River Drive
Stevens Point, WI 54881
715/345-5208

PROFILE: **Chicago Commons Employment Training Center**
Chicago, Illinois

Type of agency or Organization: Community-based organization

Number of Recipients Served Annually: 150+

Outcomes:	32 percent became employed. 17 percent enrolled in vocational training. 17 percent earned a GED*.
Cost:	$3,500 per year per student
Educational Services:	ABE*, with special focus on learning disabled GED* ESL*
Structure:	20 hours per week (five days per week, four hours per day).
Selection Process:	No skills level requirements must be met to enter the program. All participants are on public assistance; the average participant for six years or more. Most face barriers to employment (i.e. domestic violence, learning disabilities, little or no connection to the labor market), and 40 percent read below the 6th grade level. *(Please note: Grade level estimates are not generally used with reference to adults, since these do not reflect the skills needed to fulfill adult roles. This estimate is used for illustrative purposes only.)*

Curriculum:

- Employment Training Specialists. An Employment Training Specialist (who is also a teacher) works with each participant to make the connection between learning activities in the classroom and long-term employment goals, and assists participants in contacting potential employers, preparing resumes, and setting up job interviews.
- Comprehensive self-assessment. Upon entry, participants attend Life Skills classes in which they take a close look at their lives. They assess family history, undergo literacy and health assessments, and decide how to best use the opportunities offered at ETC.
- Parenting skills. Parents are taught to observe the developmental stages of their children, and learn how to use play and reading to foster their children's development.
- Workshops. Special workshops on employment are held every two months, and there are regular field trips to job fairs and to job training programs that interest participants.

Integration with Other Welfare-to-Work Activities:

- Chicago Commons, City Colleges of Chicago, National Lekotek, Erie Family Health Center, the Illinois Department of Human Services, and other agencies work together to provide on-site services to participants. By pooling their resources, they are able to make comprehensive services available to participants. (Note: While the program services are delivered by many agencies, in the students' eyes they are seamless.)

Other Factors That Contribute to Success:

- Child care. While participants attend classes, their children attend an early childhood center at the same site. There is also an on-site play area and toy and book lending library.
- Support services. Literacy is integrated with on-site support services in order to help families meet basic needs. Services include case management and counseling, a health clinic, domestic violence and depression support groups, career counseling, and transportation stipends.
- Collaboration. In order to ensure that services from all entities are coordinated, bi-monthly "case staffings" are attended by all departments. Case staffings allow staff members to review participant progress (academic and otherwise), discuss services appropriate to each participant, assign tasks, and devise common strategies for assisting individual participants.
- Thorough transition process. An extensive exit process helps the participant prepare for the transition to employment, particularly in terms of child care, health care, and academic support.
- Flexibility. The program is continuously modified to meet participant needs.

Funding Sources:

- Illinois State Department of Education: 30 percent
- Department of Human Services: 20 percent.
- Secretary of State's Literacy Office: 10 percent
- United Way: 10 percent.
- Six private foundations *(Woods Fund of Chicago, Bank of America, Lloyd A. Fry Foundation, Fel-Pro/Mecklenberger Foundation, Hardin Generativity Trust, Pick Fund)*: 30 percent

Contact:

Jenny Wittner
Chicago Commons Employment Training Center
1633 North Hamlin
Chicago, IL 60647
773/772-0900

***PROFILE:* Learning Elevator Program, Hammond Adult Education Center**
Hammond, Indiana

Type of Agency or Organization: Adult education center of a city school district

Number of Recipients Served Annually: 69

Outcomes:
30 percent got a job.
9 percent earned a nursing certificate.
3 percent earned GED*.
1 percent earned commercial driver's license.

Cost: Not provided. (Through a performance-based funding structure, costs incurred are claimed and then reimbursed through a payment point system that is calculated on the basis of student outcomes.)

Educational Services:
ABE*
ESL*
GED*
Work Transition/Training

Structure: 25 hours/week (including one 10-hour volunteer service module per student plus five to 10 hours of unpaid work activity in the Community Work Experience Program /CWEP)

Selection Process: No entry or skill level requirements are necessary to enter the program. All participants read below the 7th grade level upon entry and have additional barriers to employment (e.g. learning disabilities; health problems; drug, alcohol, or physical abuse).

Curriculum:

- Thorough goal-setting. Initial goal-setting process includes vocational, life interest, and basic skills assessments (CASAS*). Results are used to create individual learning plans that include one long-term (6-8 months) educational goal and several short-term (2-3 months) goals.
- Life and employability skills. Developing skills important on the job and in all areas of life (e.g. conflict resolution, teamwork and problem-solving).
- Job search skills. Students produce a resume and cover letter using a word processor, complete two job applications, and participate in practice interviews.

Integration with Other Welfare-to-Work Activities:

- The program director participates in quarterly planning meetings with the county Welfare-to-Work Council.
- Partnership links with contracted providers are used to provide job placement services to graduates.
- The International Institute of Northwest Indiana helps ESL* students fill out forms.
- Partnerships include the Hammond Housing Authority, the YMCA, the local chamber of commerce, the public library, and a referral and emergency service. Students with disabilities are served through a cooperative relationship with Indiana Vocational Rehabilitation, which provides assessment and job coaches for the work site.
- A local college awards scholarships to GED* graduates who meet entrance requirements.
- Local university students volunteer as tutors.
- The Cooperative Extension holds nutrition and interpersonal skills workshops.
- Job placement service contracted in partnership by provider to assist graduates.
- Community Work Experience Program (CWEP) provides transitional work activities (unpaid work on site and within the community).

Other Factors That Contribute to Success:

- Well-trained staff. An extensive staff development program.
- Convenient work experience. Students may perform their unpaid work experience (in housekeeping, maintenance, cafeteria work, cosmetology, printshop, clothing bank, or as teacher aides) in the same building as their classes.
- Free support services. Free breakfast and lunch for participants, support services for parents of children having difficulty in school, and haircuts and manicures for participants from career center cosmetology, and a clothing bank.
- Life skills workshops. Optional workshops on parenting, human relations, and drug abuse prevention.

Funding Sources:

- Indiana Division of Adult Education funds all operational costs through an annual grant supported by federal, state, and local funds.
- School City of Hammond underwrites supplemental financial support for indirect costs.

Contact:

Dr. Steven E. Watson, Director
School City of Hammond: Adult Education
5727 Sohl Avenue
Hammond, Indiana 46320
(219) 933-2419

PROFILE: **Education for Gainful Employment (EDGE) Program**
Albany, New York

Type of Agency or Organization: State Education Agency

Number of Recipients Served Annually: 26,000 adults

Outcomes: 7,817 placed in jobs

Cost: $2,600 per placement into employment

Educational Services: ABE*
ESOL*
GED* preparation
Vocational education
Life skills
Job readiness
Job development
Vocational ESOL* and ABE* in the native language for non-native English speakers

Structure: 20 hours/week of work-based education combined with job-readiness or work-based activities, such as community work experience, internships, and job shadowing. Part of the week is spent on education and part in work experience in some areas, while in other areas a full week is spent in the classroom and the next full week is spent in work experience.

Selection Process: Target population is welfare recipients with low basic skills who lack a high school diploma and/or have limited proficiency in English and little or no work experience. Teen parents are a priority.

Curriculum:

- Comprehensive network. A statewide network of school districts, boards of cooperative educational services, community colleges, community-based organizations, and education and training agencies provides education services to participants.
- Integration of education and job training. Education and job skills training are integrated, and may not operate as stand-alone activities.
- Availability of technical assistance. Local programs receive assistance in developing curriculum and training staff from 10 regional staff development consortia.

Integration with Other Welfare-to-Work Activities:

- The State Departments of Education, Labor, and Social Services jointly administer the program.
- The State health department provides major funding for teen pregnancy prevention.
- The City University of New York provides a special English immersion program for participants with limited proficiency in English.
- Vocational rehabilitation, libraries, educational television, and higher education representatives established a work group that examines roles and relationships of these sectors in welfare reform.

Other Factors that Contribute to Success:

- Evaluation. Annual evaluations and program re-design lead to improved performance.
- Statewide Interest and Support. The New York State Board of Regents recently established a special subcommittee focusing on education's role in welfare reform that is meeting with employers, advocates for the poor, economic developers, and welfare experts to determine what this role should be and to frame legislative strategies.
- Dissemination of best practices information. A clearinghouse on best practices is used for program and staff development.

Funding Sources:

- Federal TANF* funds: 59 percent
- State education funds: 27 percent
- Federal ABE* funds: 14 percent

Contact:

Barbara Shay or Robert Purga
New York State Education Department
Adult, Family and Alternative Education Team
Room 307 EB
Albany, NY 12234
518/474-8920

* = *See Glossary.*

PROFILE: South Bay GAIN Employability Center/Sweetwater Union High School District
San Diego, California

Type of Agency or Organization: Public School District

Number of Recipients Served Annually: 148

Outcomes: 80 percent completed both academic and vocational training. Of this group, 70 percent got jobs.

Cost: $3,461 per outcome (defined as employment)

Educational Services: ABE*
ESL*
GED*
Vocational training (nurse assisting, computer maintenance, and business office technologies)

Structure: Year-round, open entry, open exit

Selection Process: All participants receive welfare. Many have no previous work experience and face barriers to employment. To qualify for GED* preparation or vocational training, participants must read at 7th grade level. Those reading below this level are placed in ABE*classes.

Curriculum:

- Integration of skills instruction and job experience. Academic, training, vocational training, and job placement are fully integrated on-site. Participants attend classes in ABE*, GED*, and Business Office Technologies on-site, while ESL* and other participants attend half a day off-site.
- SCANS focus*. SCANS competencies* are infused throughout the curriculum.
- Computer Training. All participants take basic computer and job readiness training that is competency-based and for which they receive a certificate of completion.
- Job readiness classes. All students participate in job readiness classes.
- Job Developer. An on-site "job developer" assists each participant individually with job search activities and job placement.

*= *See Glossary.*

Integration with Other Welfare-to-Work Activities:

- All placements and course completions are reported immediately to the Department of Social Services.

Other Factors That Contribute to Success:

- One-stop approach. One-stop approach includes assessment, training, case management, and job placement.
- Job placement focus. The organization and structure of the program are focused on job placement. Upon arrival, participants are told, "Welcome to the first day of your new job," and are oriented to think of their training in the program as employment.
- Employer input. Local employers have input into curriculum development.

Funding Sources:

- State Department of Social Services
- State Education Coordination Grant (federal Job Training Partnership Act funds).

Contact:

Melinda Templeton
South Bay GAIN Employability Center
Sweetwater Union High School District
3045 Beyer Blvd., Suite D-102
San Diego, CA 92154
619/662-4024

GLOSSARY OF KEY TERMS

ABE - Adult Basic Education. – Services or instruction below the postsecondary level for individuals who lack sufficient mastery of basic educational skills to be able to function effectively in society and who do not have a high school diploma or its equivalent.

America Reads VISTA - VISTA is shorthand for "Volunteer in Service to America," which is a federally-administered domestic counterpart to the Peace Corps. Volunteers provide two years of community service in exchange for a modest stipend. With the Clinton Administration's America Reads Challenge to ensure that all third graders can read well and independently by the end of third grade, some America Reads VISTA's are volunteering in programs working to meet this challenge. *For more information, contact the Corporation for National and Community service at 202-606-5000.*

CASAS - Comprehensive Adult Student Assessment System. CASAS is a nonprofit organization that provides competency-based curriculum management, assessment, and evaluation systems to education and training programs. These systems are learner-centered and are designed to meet the needs of adults and youth in today's multicultural society. CASAS has developed systems for ABE, ESL, employment preparation, workforce learning, special education including developmental and learning disabilities, and secondary education. *For more information, contact CASAS at 619/292-2900 or www.casas.org.*

Creaming - This term, which is commonly used in the job training field, refers to the practice of selecting people who are most likely to succeed in a program to participate. For example, a training program that only admitted trainees who had a high school diploma or GED – when in fact trainees without such a degree could benefit from the training -- would be considered as "creaming" students who were more likely to succeed. The benefit to programs is that their placement numbers can be higher than if they had accepted all students regardless of ability and skill level.

Equipped for the Future (EFF) - The National Institute for Literacy's framework for adult education that identifies what adults need to know and be able to do to be literate, compete in a global economy, and be a responsible citizen and parent. EFF will result in curriculum, assessment, and instruction innovations in adult literacy and basic skills programs. *For more information, contact Sondra Stein at 202/632-1500.*

Equipped for the Future's generative skills – Generative skills are those skills that are durable over time, in the face of changes in technology, work processes, and societal demands. Generative skills are transferable across the three primary adult roles of parent/family member, citizen/community member, and worker. The generative skills are the basis for the EFF standards for adult learning. The four generative skill areas are: communication skills, interpersonal skills, decision-making skills, and lifelong learning skills. *For more information, contact Sondra Stein at 202-632-1500.*

ESL/ESOL – English as a Second Language/English for Speakers of Other Languages These terms are often used interchangably to describe programs of instruction designed to help individuals of limited English proficiency.

Even Start – Even Start is a national family literacy program funded by the federal government. The funding level for fiscal year 1998 is $124 million. *For more information, contact Even Start Office, U.S. Department of Education, at 202-260-7764.*

Family literacy - A family literacy program integrates the following four components: 1) Literacy or pre-literacy education for children; 2) Literacy training for parents or caregivers of children in the program; 3) Equipping parents or caregivers with the skills needed to partner with their children in learning; and 4) Literacy activities between parents or caregivers and their children. *For more information, contact the National Center for Family Literacy at 502-584-1133.*

GED - General Educational Development. A series of tests that offer people who did not finish high school the opportunity to earn high school credentials. *For more information, contact the GED office in your state or the American Council on Education, GED Testing Service, One Dupont Circle, Suite 250, Washington, DC 20036-1163.*

JOBS program - Job Opportunities and Basic Skills Program. Refers to the welfare-to-work program that preceded TANF and that focused on improving the basic skills of participants. Concerns about its effectiveness led, in part, to a renewed focus on "work-first" rather than first helping welfare recipients upgrade their skills.

SCANS - Secretary's Commission on the Achievement of Necessary Skills. A Department of Labor-led effort to define the knowledge and skills required by high performance work environments and to consider how these attributes might be best assessed. *For more information, go to www.dol.gov.*

SCANS Competencies - SCANS involves five competencies: resources (how to allocate time, money, materials, space, and staff); interpersonal skills (how to work on teams, teach others, serve customers, lead, negotiate, and work well with people from culturally diverse backgrounds); information (how to acquire and evaluate data, organize and maintain files, interpret and communicate, and use computers to process information); systems (how to understand social, organizational, and technological systems), and technology (how to select equipment and tools, apply technology to specific tasks, and maintain and troubleshoot equipment). *For more information, go to www.dol.gov.*

SCANS Foundation Skills - The SCANS system involves three foundation skills: basic skills, thinking skills, and personal qualities. *For more information, go to www.dol.gov.*

TANF – Temporary Assistance for Needy Families. Refers to the federal welfare program of the *Personal Responsibility and Work Opportunities Reconciliation Act of 1996*, which replaced Aid to Families with Dependent Children (AFDC) as the federal government's primary public assistance program.

CONTACT INFORMATION

Model programs can be reached as follows:

ABLE Program, Cleveland Adult Education
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Cleveland Public Schools
4600 Detroit Avenue, Room 169
Cleveland, OH 44102
216/631-2885
(fax) 216/631-3692

Brooklyn College Child Care Provider Program
Cheryl Harwood
Brooklyn College Child Care Provider Program
80 Willoughby Street
Brooklyn, NY 11201
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Canton City Schools Even Start
Jane J. Meyer
Canton City Schools Even Start
618 Second Street, NW
Canton, OH 44703

CAP Services' Family Literacy Program
Mary Patoka
CAP Services' Family Literacy Program
1608 West River Drive
Stevens Point, WI 54881
715/345-5208

Chicago Commons Employment Training Center
Jenny Wittner
Chicago Commons Employment Training Center
1633 North Hamlin
Chicago, IL 60647
773/772-0900

School City of Hammond: Learning Elevator Program
Steven E. Watson, Ed.D.
School City of Hammond: Learning Elevator Program
5727 Sohl Avenue
Hammond, Indiana 46320
219/933-2419

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EDGE Program
Barbara Shay or Robert Purga
New York State Education Department
Adult, Family and Alternative Education Team
Room 307 EB
Albany, NY 12234
518/474-8920

South Bay GAIN Employability Center
Melinda Templeton
South Bay GAIN Employability Center
Sweetwater Union High School District
3045 Beyer Blvd., Suite D-102
San Diego, CA 92154
619/662-4024

RECOMMENDED RESOURCES

For more information on the role of basic skills in welfare-to-work, and welfare-to-work in general, we recommend the following organizations and publications:

Organizations:

Center for Law and Social Policy
1616 P street, NW, Suite 150
Washington, DC 20036
202-328-5140
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www.dhhs.gov

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www.welfareinfo.org

Wider Opportunities for Women
815 15th Street., NW, Suite 916
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www.w-o-w.org

Publications

Access to Jobs: A Guide to Innovative Practices in Welfare-to-Work Transportation
Community Transportation Association of America
1341 G Street, NW, Suite 600
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202-628-1480
www.ctaa.org/welfare.

Adult Education and Welfare-to-Work Initiatives: A Review of Research, Practice & Policy (by Debby D'Amico)
National Institute for Literacy
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Washington, DC 20006
800-228-8813
www.nifl./gov

Against the Odds: Steady Employment Among Low-Skilled Women
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Beyond Job Search or Basic Education: Rethinking the Role of Skills in Welfare Reform
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Business Guide to Hiring Welfare Clients
Welfare to Work Partnership
www.welfaretowork.org

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Education and Training under Welfare Reform: Issue Note
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www.welfare.info.org

Employer's Guide to Welfare Reform
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One Penn Square
Philadelphia, PA 19103
215-557-2662
libertynet.org:80/21stcent

Family Literacy Guide to Welfare Reform
National Center for Family Literacy
Waterfront Plaza
325 W. Main St., Suite 200
Louisville, KY 40202-4251
502/584-1133
www.nifl.gov/ncfl/

Funding Community Service Employment in the TANF Framework
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How Much More Can They Work? Setting Realistic Expectations for Welfare Mothers
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Increasing the Employment and Earnings of Welfare Recipients
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Washington, DC 20037
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www.urban.org

Learn to Earn: Issues Surrounding Adult Education, Training and Work in Welfare Reform (videotape by Suzanne Knell)
National Institute for Literacy
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Washington, DC 20006
800/228-8813
www.nifl.gov

Learning Faster, Learning Smarter: The Functional Context Approach to Self-Sufficiency
Wider Opportunities for Women
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www.w-o-w.org

Literacy and Dependency: the Literacy Skills of Welfare Recipients Living in the United States
Educational Testing Service
609/734-5694
http://etsis1.org/body.html

Serving Welfare Recipients with Learning Disabilities in a "Work First" Environment
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States Can Use Family Literacy Programs to Support Welfare Reform Goals
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The Employment Prospects of Welfare Recipients in the Most Populous U.S. Counties: Limited Skills Mean Limited Employment Opportunities
Milken Institute
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Santa Monica, CA 90401
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Welfare-to Work Options for Families Facing Personal and Family Challenges: Rationale and Program Strategies
The Urban Institute
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Washington, DC 20037
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Will Welfare Recipients Find Work when Welfare Ends?
The Urban Institute
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Washington, DC 20037
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Appendix I: Nomination Form

The form used to nominate programs as exemplary follows.

NOMINATION FORM

Exemplary Programs That Include Basic Skills Instruction as Part of a Successful Welfare-to-Work Strategy

Name of Program: _____

Address: _____

_____

Name of Contact Person: _____

Phone : _____ Email: _____

Geographic Area Served: _____ No. of Recipients Served Annually: _____

Type of agency or organization (state education or welfare agency, community-based organization, volunteer program, etc.): _____

Please answer the following questions and return this form by August 22 to:
Garrett Murphy
7 Maxwell Street
Albany, NY 12208

Feel free to attach supporting documents or additional pages if necessary, but please limit submission to a total of 6 pages.

1. Describe how adults are selected, and list any special characteristics of the population served. Are there any educational or skill level requirements to participate in the program?

_____

_____

_____

_____

2. Describe the educational services that are delivered (e.g. -- ESL, GED preparation, combined education and work, family literacy). Who provides the services and where? Include information on how such services interface with and are integrated into other components of the welfare-to-work program.

3. Please provide information on success rates and how they are determined and evaluated, including, where available, the following:

- program outcomes;
- how success is documented;
- information on cost per success (i.e. cost per student per outcome).

(**NOTE**: You must provide information on outcomes and results to be considered.)

4. Describe the record-keeping system by which enrollment, achievement, and costs are calculated. Include a description of program goals and performance standards, if available.

5. List all funding sources (including public and private sources but excluding in-kind contributions) and the relative percentage from each source.

6. What other factors make this an exemplary program? Is there anything unique about it that would be particularly useful for other programs? For example, how is the private sector involved in the planning and implementation of the project?

Appendix II: Evaluation Forms

The evaluation form used by reviewers follows.

RATING FORM FOR APPLICATIONS

Criterion 1: Participant Selection and Case Management **(5 Points)**

Does applicant clearly show:

1. that individuals are being recruited and receiving services as part of a welfare-to-work program?
2. any evidence of avoidance of "creaming" in the selection of individuals to be served?

Your Score: _____

Criterion 2: Type and Quality of Services Delivered **(30 Points)**

Does the applicant clearly show:

1. evidence of initial assessment activities by which appropriate education and training services are identified?
2. that the basic skills services (including family literacy services) appear relevant to participant needs, are related to the skills needed for work (such as SCANS), and demonstrate sufficient intensity to move the participant from welfare to work?
3. evidence of a strong connection/integration between basic skills component and other aspects of the overall welfare-to-work program?
4. evidence of a case management or counseling function that contributes to the integration of services?

Your Score: _____

Criterion 3: Program Outcomes **(30 Points)**

Does the applicant clearly demonstrate:

1. a clear definition of what it considers to be a successful outcome(s) and how these outcomes relate to preparation for, or success in, the workplace (e.g.--program goals and performance standards)?
2. that the sponsoring welfare agency was either involved in setting the outcomes or has approved of the outcomes?

3. that they have achieved a cost per positive outcome (not a cost per student or cost per contact hour) which appears reasonable given the nature of the clientele and the number and type of services offered?
4. that a high percentage of the participants achieve these outcomes?

Your Score: _____

Criterion 4: Record Keeping **(5 points)**

Does the applicant show evidence of a well maintained data base which is regularly updated and which contains information about participant progress related to the outcomes and costs associated with such outcomes?

Your Score: _____

Criterion 5: Funding Sources **(5 Points)**

Does the applicant describe the source(s) of support that appear adequate to sustain all the activities included in the program description?

Your Score: _____

Criterion 6: Replicability **(20 Points)**

In your judgment, is the program described in this proposal:

1. replicable, in the sense that it could be transferred to other agencies and would be seen as attractive for adoption by other agencies?
2. exemplary, in the sense that it is an excellent example of the general approach being proposed?

Your Score: _____

Criterion 7: Private Sector Involvement **(5 Points)**

Has the applicant documented evidence of a commitment and/or involvement on the part of the private sector in terms of the design and operation of the program or the placement of participants in jobs.

Your Score: _____

To order additional copies of this report, call the National Institute for Literacy Hotline and Clearinghouse at 1-800-228-8813.

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